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THE STUDY OF THE PROBLEMS OF TEACHING ENGLISH TO AMERICAN INDIANS, REPORT AND RECOMMENDATIONS.

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CENTER FOR APPLIED LINGUISTICS, WASHINGTON, D.C.

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THE PURPOSE OF THE PRESENT STUDY WAS TO ASSESS THE LEARNING AND TEACHING OF ENGLISH IN ELEMENTARY AND SECONDARY BIA SCHOOLS AS WELL AS IN ADULT EDUCATION PROGRAMS AND SELECTED PUBLIC SCHOOLS ENROLLING AMERICAN INDIAN STUDENTS. THE MAIN PROBLEM AREAS STUDIED WERE--(1) ADMINISTRATIVE ASPECTS OF BOARDING AND DAY SCHOOLS, (2) THE PERFORMANCE, PREPARATION, RECRUITMENT, AND RETRAINING OF TEACHERS, (3) THE PERFORMANCE OF STUDENTS, AND (4) INSTRUCTIONAL MATERIALS. THE TWELVE-MAN STUDY GROUP WAS COMPOSED OF SPECIALISTS IN LINGUISTICS AND THE TEACHING OF ENGLISH TO SPEAKERS OF OTHER LANGUAGES, AMERICAN INDIAN LANGUAGES, ANTHROPOLOGY, PSYCHOLOGY OF LANGUAGE LEARNING, AND OTHER RELATED AND PERTINENT FIELDS. THIS REPORT DESCRIBES THE PREPARATION AND PROCEDURES FOLLOWED IN THE SURVEY, AS WELL AS THE MAJOR AND SPECIFIC RECOMMENDATIONS PRESENTED BY THE STUDY GROUP. THE RECOMMENDATIONS INCLUDE--(1) THE INSTITUTION OF AN INDEPENDENT NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION, (2) A RE-EXAMINATION OF PATTERNS OF SCHOOLING FOR INDIAN STUDENTS, (3) SPECIAL PREPARATION, RECRUITMENT, AND RETRAINING OF PERSONNEL, AND (4) RESEARCH PROJECTS. THIS REPORT IS ALSO AVAILABLE FOR $1.25 FROM THE CENTER FOR APPLIED LINGUISTICS, 1717 MASSACHUSETTS AVE., N.W., WASHINGTON, D.C. 20036. (AMM)

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REPORT AND RECOMMENDATIONS

July 1967

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# THE STUDY OF THE PROBLEMS OF TEACHING ENGLISH TO AMERICAN INDIANS

## REPORT AND RECOMMENDATIONS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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July 1967

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CENTER FOR APPLIED LINGUISTICS WASHINGTON, D.C.

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# PREFACE

The present Study of the Problems of Teaching English to American Indians: Report and Recommendations was conducted by the Center for Applied Linguistics under contract with the Bureau of Indian Affairs of the United States Department of the Interior. The recommendations are based mainly on the discussions at the final meeting held in Washington, D.C. on May 25-27, 1967; they also reflect the recommendations sent in by the members of the Study Group after their visits to schools. The background information presented draws heavily on papers and reports prepared by various members of the Study Group.

The English Program at the Center for Applied Linguistics was responsible for the organization of the project and the preparation of the present report. It was submitted in draft form to all members of the Study Group for the checking of details and for their comments and suggestions for addition or alteration. The Bureau of Indian Affairs provided assistance in the collection of background papers for the Study, the contacting of schools, and the provision of other relevant information.

The Center for Applied Linguistics and the Study Group wish to extend their thanks to all the area officers, superintendents, principals, teachers, consultants, and others in both Bureau of Indian Affairs and public school systems who gave generous help in the course of this Study.

Sirarpi Ohannessian
Director, English Program
Center for Applied Linguistics

July 1967

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# INTRODUCTION

In December 1966, the Bureau of Indian Affairs (BIA) of the United States Department of the Interior commissioned the Center for Applied Linguistics (CAL) to carry out a study of the problems of teaching English to American Indians in the care of the Bureau.

The purpose of the Study was to assess, within the context of the broad language situation, the learning and teaching of English in several specified areas in elementary and secondary schools sponsored by the BIA and in selected public schools having American Indian students. Where feasible, adult education projects sponsored by the BIA were also to be included. The main problem areas to be studied were: (1) administrative aspects of boarding and day schools; (2) the performance, preparation, recruitment, and retraining of teachers; (3) the performance of students; and (4) instructional materials. The Study was to be carried out in the following areas specified by the BIA: the Navajo Reservation; Phoenix, Arizona; Albuquerque, New Mexico; and Aberdeen, South Dakota.

Based on the Study, the CAL was asked to develop recommendations for long-term and short-term plans for the more effective teaching and use of English in BIA schools. Although the recommendations would be primarily concerned with the teaching of English in the areas specified, they would have broader implications for other locations under the care of the BIA.

## A. Personnel for the Study

The Study was conducted by a Study Group of specialists in linguistics and the teaching of English to speakers of other languages (TESOL),[1] American Indian languages, anthropology, the psychology of language learning, language testing, materials preparation, literacy, and the use of English as a medium of instruction for other subjects.

The Study Group consisted of four Team Members and eight Consultants. The Team Members were the following:

| | |
|---|---|
| Sirarpi Ohannessian | Project Director for the Study; Center for Applied Linguistics |
| J. Donald Bowen | Department of English, University of California, Los Angeles |
| William R. Slager | Department of English, The University of Utah |
| Rudolph C. Troike | Department of English, The University of Texas |

[1]This term, rather than "teaching English as a second language," has been used in the Study. TESOL is also the acronym for the new association of Teachers of English to Speakers of Other Languages; no reference to the association appears in this report.

The Consultants were the following:

| | |
|---|---|
| Donald H. Burns | Summer Institute of Linguistics, Santa Ana, California; Universidad nacional de San Cristóbal de Huamanga, Ayacucho, Peru |
| Robert C. Gardner | Department of Psychology, the University of Western Ontario |
| David P. Harris | American Language Institute, Georgetown University |
| Shirley Hill | School of Education, University of Missouri, Kansas City |
| Mary Key | Department of English, University of California, Irvine |
| Wick R. Miller | Department of Anthropology, The University of Utah |
| Oswald Werner | Department of Anthropology, Northwestern University |
| Robert D. Wilson | Department of English, University of California, Los Angeles |

B. Subjects of the Study

The schools on which the Study was to be based were specified by the BIA. A small number of public schools having a sizeable enrollment of Indian students through Johnson-O'Malley funds were included among the specified schools. Permission to include these schools was obtained from school superintendents. Both BIA and public schools were visited by members of the Study Group; all schools were asked to respond to questionnaires prepared for the Study.

Schools specified for inclusion in the Study were the following:

| BIA BOARDING SCHOOLS[2] | BIA DAY SCHOOLS | PUBLIC SCHOOLS |
|---|---|---|
| Albuquerque Indian<br>Albuquerque, N. Mex. | Acomita<br>San Fidel, N. Mex. | Dunseith<br>Dunseith, N. Dak. |
| Cheyenne-Eagle Butte<br>Eagle Butte, S. Dak. | Red Lake<br>Tonalea, Ariz. | School District 27<br>Kayenta, Ariz. |

[2]Some BIA boarding schools, particularly those on the reservation, admit day students from the surrounding area. In some cases, these students walk to school; in others they come by bus.

| BIA BOARDING SCHOOLS | BIA DAY SCHOOLS | PUBLIC SCHOOLS |
|---|---|---|
| Chinle<br>Chinle, Ariz. | Santa Clara<br>Espanola, N. Mex. | Ft. Thomas<br>Ft. Thomas, Ariz. |
| Chuska<br>Tohatchi, N. Mex. | Taos Pueblo<br>Taos, N. Mex. | [3]Owyhee Combined<br>Owyhee, Nev. |
| Crownpoint<br>Crownpoint, N. Mex. | | Sisseton Independent<br>School District<br>Sisseton, S. Dak. |
| Kayenta<br>Kayenta, Ariz. | | [3]Tuba City<br>Tuba City, Ariz. |
| Pierre Indian<br>Pierre, S. Dak. | | |
| Rock Point<br>Chinle, Ariz. | | |
| Santa Rosa<br>Sells, Ariz. | | |
| Sherman Institute<br>Riverside, Calif. | | |
| Wahpeton Indian<br>Wahpeton, N. Dak. | | |
| Wingate High<br>Fort Wingate, N. Mex. | | |

Limited information was collected on adult education programs concerned with the teaching of English. A few activities in adult education sponsored by the BIA or other federal programs were observed informally.

A number of other schools and institutions, though not on the above list, were visited informally by members of the Study Group who happened to be in their vicinity. They are the following:

BIA BOARDING SCHOOLS

Rough Rock
Chinle, Ariz.

Tohatchi
Tohatchi, N. Mex.

Wingate Elementary
Ft. Wingate, N. Mex.

[3]These two schools were added to the list somewhat late, on the suggestion of members of the Study Group.

BIA DAY SCHOOLS

Dunseith
Dunseith, N. Dak.

Old Agency
Sisseton, S. Dak.

San Carlos
San Carlos, Ariz.

San Felipe
Algodones, N. Mex.

Turtle Mountain
Community
Belcourt, N. Dak.

PUBLIC SCHOOLS

Chinle High
Chinle, Ariz.

Gallup Junior High
Gallup, N. Mex.

McKinley Elementary
Pierre, S. Dak.

McKinley Junior High
Albuquerque, N. Mex.

Tohatchi Elementary
Tohatchi, N. Mex.

Valley High
Albuquerque, N. Mex.

Washington Elementary
Gallup, N. Mex.

MISSION SCHOOLS

Our Savior's Lutheran
Bylas, Ariz.

Rehoboth School of the
Christian Reformed Church
Ft. Wingate, N. Mex.

BIA OFFICES

Eastern Navajo Agency
Crownpoint, N. Mex.

Navajo Area Office
Window Rock, Ariz.

Pierre Agency
Pierre, S. Dak.

Tuba City Sub-Agency
Tuba City, Ariz.

C. Information for the Study

Information for the Study was drawn from three main sources: background materials, returns from the questionnaires, and the visits already mentioned.

Background Materials: Relevant published and unpublished materials were collected and, when possible, provided to members of the Study Group both prior to the Study and during its course.[4] Additional background papers or statements were specially prepared for this Study by some of the

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[4]A bibliography of the materials is attached as Appendix I. It was not always possible to provide copies of all these materials to all members of the Study Group, but, whenever possible, they were acquired in numbers or duplicated at the CAL and made available to the Group.

Consultants.[5] The topics covered by these papers were American Indian languages, the cultural background of Indians, bilingual education in the Andes, the teaching of mathematics through the medium of English when it is a second language, literacy and adult education, university and other resources for strengthening Indian education, an account of the materials preparation project at the University of California, Los Angeles under contract with the State of California, the organization of the Division of Education in the BIA, and a brief statement on testing.

Questionnaires: Two types of questionnaire were used to elicit information from those involved in the teaching of English to American Indians in the specified areas and institutions. The first asked for factual information, whereas the second was concerned with opinions and attitudes. The factual questionnaire asked for the name, title, institution, and background of the individuals answering it. The questionnaire on attitudes did not include specific requests for personal information. The two questionnaires were linked to each other through a system of numbers which would, if necessary or desirable at some later time, allow information from one to be related to the other, but would permit this without disclosure of the names of individuals who had filled out the factual questionnaires to those in charge of the attitude questionnaire. This was explained in a letter to all those who were asked to fill out the questionnaires.

The questionnaire asking for factual information was prepared at the CAL in two forms. One was directed to principals and asked for such information as enrollment, attendance, the language background of students, hours devoted to English, and training opportunities for teachers. The other was directed to teachers in elementary and secondary schools and adult education programs, heads of departments, consultants, workers on curriculum, area officers, and others. The information requested was specific, including such areas as any training in TESOL of those answering questions, organizations they belonged to, professional journals they read, grades they taught or had taught, texts they used, their activities in supervision, curriculum planning, and teacher training. The CAL consulted some members of the Study Group and the BIA Washington office in the formulation of these questionnaires. After approval of the questionnaires by the BIA, and through its cooperation, 472 were distributed. Of the 27 principals' questionnaires, 20 were returned. Of the 445 that were sent to teachers and others, 290 were returned, three of which arrived too late to be included in the analysis. The returned questionnaires were analyzed and tabulated at the CAL. A 54-page summary of the results of questionnaires formed part of the background to this Study.

The questionnaire on attitudes was constructed, analyzed, and summarized by Robert Gardner. In preparation for it, he and his colleague, Henry Feenstra, visited Washington, D.C. on January 12-13, 1967, where they met

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[5]Some of these papers were presented in mimeographed or note form and are listed in Appendix II. It is hoped that these and a few others can be edited and published as a supplement to the Study.

with members of the CAL and the BIA for consultation. They then visited the Kayenta and Red Lake areas in order to observe the educational, linguistic, and cultural background to the teaching of English to Indians and to consult with various categories of people involved in it. On their way back to Canada they stopped again in Washington for further discussion of the content and format of the questionnaire. It was to deal with the teachers' stereotypes of Indian students, attitudes of teachers towards their Indian students and their work, and comparisons among groups between the stereotypes and attitude measures.

After clearance from the BIA, 472 questionnaires were sent out to principals, teachers, and others (BIA and public school forms differed slightly). Of these, 316 were returned and 300 analyzed. A 43-page report on the results of the questionnaire was submitted by Gardner to the CAL as background to this Study.

It had also been planned to prepare and administer a similar questionnaire to American Indian students, but various considerations, including the possible need to involve interpreters for the questionnaires when the English of students was not adequate, precluded such a step.

## ACTIVITIES OF THE STUDY GROUP

### A. Meeting in Albuquerque, New Mexico (March 12-13, 1967)

The Study Group met together for the first time on March 12 and 13 in Albuquerque, New Mexico. All members of the Group were present for the two days, except Rudolph Troike, who was unable to attend the first day's meeting. Also present were Tom Hopkins, Assistant Chief, Branch of Curriculum of the BIA, and Marjorie Martus of the Education Program of The Ford Foundation, who had been asked as an observer. The first day's meeting was also attended by Alvin Warren of the BIA's central office staff with headquarters in Albuquerque, who was asked as a resource person. Ruth Wineberg of the CAL, who, with help from other CAL staff, was responsible for much of the background work for the Study, was also present.

The purpose of the meeting was to exchange information and to reach agreements on plans and procedure for the Study. The agenda, for which working papers or formal statements had been prepared previously,[6] included the linguistic, cultural, and educational background for the Study, problems of administration, teacher preparation and resources, materials and materials preparation, the use of English as a medium of instruction for other subjects, the assessment of student performance, literacy, and adult education. Forms to facilitate the more systematic collection of information during the schools visits which were to follow the Albuquerque meeting were distributed and discussed.

On the afternoon of March 12 there was an informal reception to which a number of people from the University of New Mexico, the Albuquerque public schools, the New Mexico State Department of Education, the BIA regional office in Albuquerque, the All Pueblo Council, and the Southwestern Cooperative Educational Laboratory, Inc., were invited to meet the Study Group.

### B. Visits of the Study Group

On the evening of March 13, at the close of the Albuquerque meeting, most members of the Study Group set out for their assigned visits singly or in groups of two or three. Arrangements had been made previously for air travel, car rental, and hotel accommodations in the various areas to be visited. The Consultants confined their visits to two days following the Albuquerque meeting, whereas the Team Members spent two to three weeks in the field.

All schools on the list provided by the BIA had been notified that they would be visited by members of the Study Group between March 14 and

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[6]See Working Papers Prepared for the Study, Appendix II.

April 15, but no specific date had been fixed for the visits. This had the advantage of precluding any special preparation for visitors, but it also meant that sometimes there were problems in observing classes in session, or in interviewing key administrative personnel, absent from their schools on other business. Wherever time and proximity allowed, members of the Group made informal visits to schools and institutions not on the list. Of necessity these visits were briefer than the official ones, especially as formalities of requesting permission to see classes consumed some of the time. Appendix III shows both the formal visits made by all the Study Group to the specified schools and the informal visits made by Team Members only.

School visits usually included a session with the principal and subsequent visits to classrooms, where teaching was observed. Lessons in English were observed mainly, but classes in other subjects were also included. Time given to the observation of classes varied greatly. The Group sometimes watched a class together in order to be able to compare notes, and sometimes did so singly in order that a greater number of classes could be observed. It was quite often feasible to record these classes, thus making it possible to listen again to the type of English spoken and the type of teaching techniques employed. Group members were often able to have discussions with teachers, singly or in groups, between lessons or after school hours, especially between four and five, when classes are over but teaching staff in BIA schools are expected to remain at school. Besides class observation, the Group often was asked to eat the midday meal with students either at the regular or family-style tables. They often spent an hour or two in the dormitories after school hours observing evening activities, talking to the dormitory staff, and quite often to the students themselves.

Apart from visits to schools, members of the Group were able to visit agency offices of the BIA; federal programs such as Head Start; adult education classes; state departments of education; and the Navajo Area Office at Window Rock. Here they were able to consult with the Chairman of the Education Committee of the Navajo Tribal Council and a few of his colleagues, as well as BIA personnel.

Although they would have liked to have much more contact with Indians themselves, members of the Study Group nevertheless were able to have discussions with a number of Indian teachers, administrators, counselors, parents, and students. Their visits to schools enabled them to observe a few Indian teachers and many hundreds of students, but they were able to have serious talks with only a few of the older students.

In all, the Study Group observed the teaching of or was able to speak to approximately 220 people.[7] Of these, 150 were teachers, 35 principals, 25 superintendents, heads of departments and consultants, and 10 were non-professional staff. Besides these the Group was also able to meet

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[7]This figure is a conservative estimate based on names collected by the Study Group. Often it was not possible to put down the name of a teacher at the time of observation.

and get to know a number of higher echelon BIA officers, both in Washington and in the field.

At the conclusion of their visits each member of the Group submitted a written account of schools and institutions visited, persons contacted, lessons observed, and problems perceived. Each also submitted a set of recommendations which was distributed in xeroxed form to the members of the Group who attended the final meeting of the Study.

The Study Group was impressed by the courtesy, cooperation, and frankness with which they were received during their visits. They learned a great deal from their contacts and observation. The consensus of the Group was that these actual contacts with the situation had given them a much more realistic picture of the enormous task and problems facing the BIA.

C. Final Meeting in Washington, D.C. (May 25-27, 1967)

The four Team Members (Bowen, Ohannessian, Slager, and Troike) and four Consultants (Gardner, Harris, Miller, and Werner) met at the CAL on May 25-27 for the final meeting of the Study. They were joined by Tom Hopkins and J.D. Fosdick of the BIA for the first two days. At this meeting the written recommendations made by all members of the Group were examined in detail, discussed, and a set of recommendations based on these was agreed upon. These recommendations are contained in the final section of this report.

## LINGUISTIC, CULTURAL, AND EDUCATION BACKGROUND: PROBLEMS AND NEEDS[8]

The term American Indian is loosely used for groups of people whose habitation extends from Alaska to Florida and from New York to California. The languages they speak constitute varieties which are more diverse than those of the whole of Europe, and the cultural patterns they present are so different that any generalization about them is very hazardous since, although diversity has decreased somewhat in the last three centuries, the variety is still very great.

### A. Linguistic Background

The number of distinct languages spoken by Indians in what is now the United States is difficult to determine because of problems of defining language versus dialect. Voegelin (1941) estimated 147 languages. The number has since been somewhat reduced because some languages have become extinct in the last 25 years. However, there are some 13 large and extensive language families in terms of the numbers of their speakers. These are: Eskimo, Athabaskan, Salish, Penutian, Hokan, Uto-Aztecan, Kiowa-Tanoan, Keresan, Siouan, Caddoan, Muskogian, Iroquoian, and Algonkian.

There are no accurate figures on the number of speakers of the various Indian languages, nor is there reliable information on the proportion of monolinguals in these languages, bilinguals (either in English or another European language, usually Spanish or French, or in other Indian languages), or non-speakers, that is, Indians who no longer speak their tribal language. A shift in language is apparently taking place in at least some Indian communities, but at present there are few accounts of the settings in which Indian languages are used and those in which English is used, whether Indian languages are becoming less frequently used, and whether there are generational differences in language use and language fluency. A knowledge of these factors could have strong implications for English teaching.

The attitudes of Indians toward language and language learning could also have strong implications for the teaching of English to Indians. For instance, some (e.g., the Mojave) believe that the Indian child knows his language at birth; others believe it must be acquired through exposure. Many believe there is a relationship between race and language and that Indian blood is a prerequisite for learning an Indian language

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[8]This chapter is based on background papers prepared for the present Study by members of the Study Group, especially two papers by Werner and Miller. See p. 37 for list of working papers. It also relies on the reports of the Study Group and returns from questionnaires.

and hence, by implication, that it is difficult for Indians to learn English well.

Where English is the native language of Indian students, variation from the regional standard or non-standard dialects poses problems for the teaching of English. There are no descriptions of varieties of English spoken by Indians. Some of the problems of Indians in isolated communities lie in their apparent inability to use more than a limited number of levels and styles of English. It would be important for English teaching to know what gaps there are between the English of urban and rural Indian children and what gaps there are between their oral and written levels of proficiency in English. The impression of the Study Group is that being monolingual in English, apparently a goal that some educators have set for Indians in the past, has not always solved the educational problems of Indian students.

Many more Indian children are said to start school knowing some English at present than did a decade ago. Interference from the students' native languages is the most prevalent and obvious problem, but interference from non-native English learned from parents by first generation monolinguals in the language, lack of vocabulary and experiential background, and the often highly artificial usage of English in the classroom may be regarded as additional problems.

B. Cultural Background

Since language is to be found in a cultural and social context and forms a very important aspect of this, it seems necessary, in considering the teaching of English to and the use of English by American Indians, to consider also the cultural factors that may affect language, language use, and language behavior. Perhaps the most important fact to bear in mind when examining the cultural background of American Indian education is that Indians are not immigrants to this country. The root and home of their culture is here and not in Europe or elsewhere, and they have fought bitterly against great odds to keep intruders out. Their resistance to assimilation into the larger American culture cannot be compared with that of others who have left the mainstream of their own cultures and freely chosen to live in a different one. However, in certain instances in the past, Indians have both accepted and resisted innovations brought in by the white man. They have, for instance, accepted the horse, literacy, and modern gadgets, but some have resisted assimilation as the Iroquois have done since the collapse of their tribal sovereignty some two hundred years ago.

Both acceptance and rejection of assimilation exist today, varying with the attitude of individuals and groups, and to a certain extent with the size of the group, proximity to communities of non-Indian culture, blood mixture, and other factors. Some Indians appear to be actively striving for assimilation and do not regard the culture of the majority group as one imposed on them. Others actively or passively reject it.

During their visits, the Study Group found limited interest in Indian culture and language among the staffs of the schools studied.[9] Where there was involvement of the Indian community in school affairs and an interest shown by school personnel in Indian culture and language, there seemed to be both appreciation and cooperation shown by the Indian community.[10] In one school in which Group members were able to observe a class on Indian culture, both non-Indian and Indian students, particularly the former, showed very great interest.

Some members of the Group, on the other hand, felt that a basic lack in the education of the Indian student was that of background information on modern American life and culture. They felt that it was essential to give Indian students a perspective of the majority culture through an active program of excursions into it. Such perspective could better prepare the students to live in American society either as bilingual and bicultural individuals or as assimilated members. The schools were providing some rather stilted aspects of the non-Indian culture by turning their classrooms into typical replicas of others in the United States and by the use of materials prepared for the typical American public school. There were also activities connected with Easter and St. Patrick's Day; there were mixed dances arranged for the older students and excursions organized to metropolitan areas, but these seemed to be incidental and casual activities rather than a planned, systematic presentation of the culture of the wider modern American community. Educators and Group members were in agreement that more was needed to give the students any depth of understanding of the many facets of this culture.

A number of teachers complained of the lack of interest, incentive, and motivation to learn English among their students. The few contacts of Group members with students, however, did not always substantiate this. Patterns of behavior, such as passivity, shyness, apparent lack of interest, distaste for public competition, and reticence to excel in the classroom, may be attributed by teachers and other educators to lack of

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[9] Of the 287 who answered the factual questionnaires, two non-Indians indicated they spoke an Indian language well, six understood one but did not speak it well, and nine had studied the structure of an Indian language. Of the 22 schools on the first list, one, a BIA boarding school, was experimenting with teaching the vernacular to a small group of children.

[10] In one BIA day school an Education Committee of Navajos was appointed by the Chapter Office and was doing very useful work as liaison between the principal and parents. In another an extensive, community-oriented program was being run under joint BIA and OEO funds.

motivation. But this behavior may be at least partly rooted in other factors.[11]

One such factor may be differences in what may be called the respective styles of learning prevalent in the major American culture and that of some Indian communities. The first stresses learning by doing, whereas there is reason to believe that the second relies on prolonged observation, or "prelearning," which is then followed by learning. A reluctance to try too soon and the accompanying fear of being "shamed" if one does not succeed may account for the seemingly passive, uninterested, and unresponsive attitude of Indian students.[12] Understanding of the ways in which learning takes place among Indians may prove of far greater significance for the education of Indians in general and for their success in acquiring English in particular than elaborate projects based on patterns of learning behavior that are alien or even abhorrent to Indians.

Another factor may be the Indian cultural trait of non-interference. There seems to be general agreement among anthropologists that for the Indian any form of coercion may result in bewilderment, disgust, fear, or withdrawal. Thus, coercion in the classroom may result in silent withdrawal, taking the form of non-responsiveness, apparent indifference, laziness, or even flight.

Parental coercion of children in such matters as whether or not a child will attend school, what school he will attend, how regularly, and how hard he will work, appears to be minimal. However, Group members were told this was changing. Parents now may ask the principal to send someone, usually the bus driver, to make children attend school.

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[11]Three findings were obtained in the attitude survey that seem relevant to this paragraph. First, although it was true that the average response of the teachers was a tendency to perceive the students as not highly motivated to learn English, there were considerable individual differences in this attitude. Second, those teachers who felt that the students were not motivated to learn English felt also that the students experienced pressure from the peer group to avoid learning English and were faced with cultural barriers which impeded English acquisition. This pattern, moreover, seems more characteristic of some tribes as opposed to others and is, in the opinion of the investigator, an important observation. Third, when asked to characterize Indian students, the overall impression was highly favorable. Moreover, traits such as <u>active</u>, <u>interested</u>, <u>hardworking</u>, <u>honest</u>, and <u>peace-loving</u> were preferred over their polar opposites. It is true that polarity for these was not so pronounced as for other traits, such as <u>likeable</u>, <u>happy</u>, etc., but they were preferred. These would seem to disagree with traits such as <u>passivity</u>, <u>apparent lack of interest</u>, and <u>delinquency</u>..

[12]A Navajo girl, for instance, is said to watch her mother weaving rugs for a very long time before she asks for a loom. She then produces a small rug of marketable quality at the local trading post.

Another factor affecting the success of some Indian students was felt to be their self-concept. It was pointed out that reservation experience, poverty, and assaults on Indian language and culture through the process of assimilation often adversely affect the self-concept of some Indians and prevent their achieving the goals that other students of their age achieve.

Some Indians seem to accept a certain amount of recklessness in male youth (the warrior syndrome) as a normal part of their preparation for respected manhood. Anthropologists indicate that the pattern of late education, evident in large numbers of older Indian students in school, may have been carried over into present-day life from tribal custom of certain Indian groups in the preparation of medicine men and warriors. Considering the apparently great number of dropouts both at the school and college levels, this cultural trait of late intellectual training may indicate the need for a closer look at the possibilities of special programs for older Indian students and adults.

C. Educational Background

Patterns of schooling for the education of the Indian child present a very complex picture. Indian children go to public, federal, and, to a much lesser extent, mission schools. The schools they attend may be day or boarding schools or varying patterns of each. They may also be housed in dormitories and attend day public schools in the bordertown pattern. This Study assumes that this complexity is in part due to the present transitional stage, when each year greater numbers of Indian children are entering state schools and the policy of the BIA "to turn over school facilities to public school districts as rapidly as there is mutual readiness and capability"[13] is being implemented.

A number of states have already assumed responsibility for large numbers of Indian students, and, in addition to over 53,800 children in federal schools and housed in federal dormitories, the Bureau at present has partial financial responsibility for approximately two-thirds of Indian children in public schools.[14] If this trend is to continue, there is urgent need for long-term plans and a definite time schedule in consultation with state departments of education and the Indian community for the gradual transfer of Indian students to public schools.

Members of the Study Group consider it very important to make all long-term and short-term plans and goals clear to BIA employees. Channels of

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[13] Report to the Senate Appropriations Committee on the Navajo Bordertown Dormitory Program by the Commissioner of Indian Education, February, 1965, U.S. Department of the Interior, Bureau of Indian Affairs, p. 39.

[14] For a brief statistical and historical account see Fiscal Year 1966 Statistics Concerning Indian Education, U.S. Department of the Interior, Bureau of Indian Affairs, Division of Education.

communication between the different levels of the educational hierarchy in the Bureau and within these levels need to be clarified and simplified. There is very little evidence of contact between principals in different areas or indeed within the same area. In one area visited, the last principals' meeting had taken place in 1963. Also there appears to be insufficient machinery in many areas for teachers to meet regularly with their colleagues from other schools and to exchange information and ideas. There is great need for closer cooperation among BIA personnel, between them and personnel in state education systems, and other federal projects now in operation.

As is to be expected, there are sharp differences of sophistication, training, and competence among teachers of English and other subjects in these schools.[15] Some excellent teaching was observed. Where teachers are interested in language problems and have had some training and exposure to linguistics, it is reflected in their teaching. Many, however, display a great naiveté about language, a lack of awareness of problems of second language learning, and modern approaches to these problems. Sometimes insufficient training and information cause a distorted interpretation of modern techniques, ending in their misuse. In some schools there is a very narrow interpretation of TESOL techniques, again with unfortunate results. An integrated approach to English teaching and a better realization that one of the most important aims of language teaching is to enable the learner to communicate in the language being taught need to be stressed. Almost all teachers and administrators, however, show a genuine and sympathetic concern about the personal welfare and non-academic problems of their students.

Teacher turnover is a serious problem in some areas, and may need a closer examination than the present Study can provide. Although some schools report very little change in the last two to three years, the turnover is 80% in some, and 30% does not appear unusual in others. Also to be examined are salary scales of the BIA in relation to the public schools; the longer school hours and shorter vacations for BIA teachers; the low salary ceiling which forces competent people out of teaching into administration; and living conditions in isolated places with little social life. All these factors need attention if teaching the Indian child is to be rewarding and attractive to well-trained and interested teachers.

On the whole there are fewer Indian teachers in the schools visited than seems desirable. BIA officials appear to be willing to hire them, but the scarcity of well-trained Indian personnel, tribal rivalries that may

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[15]At present very few teachers seem to have had special training in linguistics or TESOL. Of the 216 BIA personnel who replied to the questionnaires, 3 had attended NDEA summer institutes for teachers of English as a second language, 21 had attended other summer institutes (mainly BIA), 25 had been to local or state workshops, and 18 had done course work in this field; 24 others said they had in-service or other training.

cause resentment at the appointment of members of other tribes, and other factors have made this difficult so far. One factor may be the Indian distaste for the "coercion" expected of the teacher in the American system of education.

School attendance figures reflected in the returns from questionnaires[16] do not in general agree with the impressions of Group members that there is frequent and prolonged absenteeism among the student body. A child of twelve, for instance, was found in a beginning class in a boarding school, the explanation given being that the parents had not brought him before. Children may often be out of school for prolonged periods of time to receive religious training or to help the family by looking after sheep or to take care of younger siblings. Sometimes the reason seems to be simply that the child does not wish to attend school. These and other problems make it very difficult for the authorities to know how many and which children will be in school each year and to convey exact information on the schools before the term starts. This causes problems of adequate staffing, space allocation, and class scheduling for the heads of the schools.

In general, the performance of Indian students in standardized tests of all kinds ranks consistently below national norms. As reported in The Indian Child Goes to School[17] in 1958, the Indian child seems to fall progressively behind these norms as he goes up the school ladder, and the picture seems much the same today, particularly in English. The excessive amount of silent seatwork in class, the tendency of Indian students to be unresponsive, and the inevitable brevity of the Group's time for observation prevented a systematic assessment of the oral English of students. There is serious need for an analysis of the trouble spots in the oral performance of Indian children and their attitude toward English.

The physical facilities in schools are generally very satisfactory. Classrooms are well equipped, well furnished, and sometimes even have tape recorders and television sets. There are, however, a few exceptions where old buildings, crowded classrooms, unsatisfactory office space, and unattractive gounds make a sharp contrast to the excellent facilities and very generous space of such schools as Chuska and Rock Point boarding schools. Boarding house facilities are good in general, though they, too, reflect differences in the allocation of funds evident in differences of space and equipment among various schools. One general observation is that there is often need for more time and for more adequate, well-lit, and quiet space for homework after school hours.

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[16] In 16 BIA schools, the average daily attendance was 92% and in 4 public schools 95%.

[17] L. Madison Coombs, Ralph E. Kron, E. Gordon Collister, and Kenneth E. Anderson, The Indian Child Goes to School: A Study of Interracial Differences, U.S. Department of the Interior, Bureau of Indian Affairs, 1958.

Library facilities, for students and for teachers, vary among schools, but on the whole seem adequate in quantity, though the quality and variety of the holdings in some schools need improvement.[18] There is need in many of the libraries for materials on Indian language, Indian culture, and literature concerned with Indians. There is need for professional reference materials for the teacher, including up-to-date materials on the English language, the methodology of TESOL, and second language learning, as well as periodicals in this field. There is great need for more opportunities for library utilization by students outside school hours.[19]

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[18]Of the 20 schools responding to the questions regarding libraries, all provide reading materials to students either in the library (19 out of 20) or in the classroom or dormitory, 11 provide special library periods for the classes, and all 20 provide materials for the leisure time reading of students. More fiction and periodicals seem to be provided for this than non-fiction, newspapers, or reference books.

[19]One school was using PL 89-10 funds to expand and improve its library and provide additional study space and time in the library for students after hours.

## BACKGROUND TO RECOMMENDATIONS

At present the education of the Indian student depends to a very great extent on how efficiently he is taught English and how well he is able to learn it. Since all his other subjects will have to be learned through its medium, in a sense all his teachers are teachers of English. His higher education, again, is available only through the medium of English, and most of the careers open to him, as well as his contacts with the larger American community, are dependent very largely on his ability to communicate in English. The school, therefore, has a particularly urgent duty to equip him with this ability. The Indian community appears to realize the importance of education for its children and the vital role English plays in it.

Throughout the Study, and in their personal and professional contacts with Indian education, members of the Group were impressed with the present concern of the BIA with the language problems of Indian children, its willingness to face the tremendous problems confronting it, and the flexibility it is showing in the search for solutions to these problems. The BIA is in an especially fortunate administrative position which can allow it to take imaginative and vigorous steps towards the solution of these problems and the improvement of English teaching.

The present Study is indebted to previous surveys of Indian education and the insights they provide into the many problems facing it, in particular to the long-range investigation conducted by Coombs, Kron, Collister, and Anderson and reported in The Indian Child Goes to School.[20] The basic problems are still much the same as those reported in this survey, but changes in the broad national picture, as well as those in the Indian community, reflect new attitudes and may perhaps provide a more propitious climate for the teaching of English.

In the last few years an increasing amount of attention has been directed toward the language problems of minority groups in the United States, chiefly through the availability of foundation and federal money for this purpose. Results of this attention are reflected in NDEA summer institutes for teachers of English as a second language; the greater number of seminars, workshops, and in-service training programs for such teachers; the production of instructional materials, such as the Miami Linguistic Readers;[21] and the activities of such programs as Head Start.

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[20] L. Madison Coombs, Ralph E. Kron, E. Gordon Collister, and Kenneth E. Anderson, The Indian Child Goes to School: A Study of Interracial Differences, U.S. Department of the Interior, Bureau of Indian Affairs, 1958.

[21] Miami Linguistic Readers [Series produced under The Ford Foundation Project, Dade County Public Schools; Pauline Rojas, Project Director], Boston: D.C. Heath, 1964-.

There has also been greater attention paid in university TESOL programs to the problems of children at the elementary and secondary levels. University programs themselves have increased. From 1960 to 1966 the number of institutions offering doctoral degrees with concentration in this field have increased from three to six, those offering master's degrees from eight to twenty-five, and, while no bachelor's degrees were offered in 1960, there were ten institutions offering them in 1966.[22] There has also been more research and experimentation in this field in the last few years, and American institutions have gained much experience in the field through the training of such groups as Peace Corps Volunteers.

These developments have had their impact on public school systems. There is at present a far greater concern on the part of state education authorities over the language problems of non-English speaking minority groups. This concern is not uniform, and much remains to be done to make public schools ready for Indian students. Many schools are, however, actively working to solve the problems of their Indian and Spanish-speaking children and are far more ready for the responsibility of their education than they were a decade ago.

Two assumptions were made in drawing up the recommendations that follow. The first is that the education of the Indian child will eventually become a state responsibility and that the present trend of transfer to public schools will accelerate. Therefore it is important to bear in mind the present and potential role of public schools in Indian education.

The second is that at present a better understanding of linguistic and cultural relativity, among other factors, has resulted in a greater respect for and sympathy towards the language and cultural heritage of minority groups in the United States. It must be stated again that Indians are not immigrants to this country, the setting of their cultural heritage is still where they live today, and their problems are not the same as those of immigrant groups. There seems to be a degree of optimism among some Indians at present. The Study Group felt that the Indian community should be helped to become more aware of the general attitude in American society, as well as of the Indian cultural heritage, and be involved as actively as possible in the education of its young people.

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[22]Sirarpi Ohannessian, "Patterns of Teacher Preparation in the Teaching of English to Speakers of Other Languages," Selected Conference Papers of the Association of Teachers of English as a Second Language (A Section of the National Association for Foreign Student Affairs) 1966, Robert B. Kaplan, editor, (NAFSA Studies and Papers, English Language Series, No. 12), [Los Angeles]: NAFSA, The University of Southern California Press, 1966, pp. 8-14.

## RECOMMENDATIONS

### A. Major Recommendations

#### 1. National Advisory Council on Indian Education

One of the most important needs at present for the BIA is a clear definition of its aims and objectives for Indian students in its schools and its plans for implementing these aims.

It is crucial for the realistic, long-term planning of the teaching of English to Indian students to have answers to such vital questions as whether Indians will be educated for total integration or for separate living on reservations, or whether freedom of choice will be available under different policies in different areas. The varying degrees of assimilation among Indians, their heterogeneous character, their attitude towards their own language and culture, and the varying ability of local authorities to assume educational responsibility for Indians will affect these policies and will call for complex, informed, and sophisticated planning and continued adjustment of plans.

The Study Group therefore recommends that the BIA institute an independent National Advisory Council on Indian Education composed of Indian and non-Indian members and drawn from the professions and the academic community to give guidance on its educational policy.

It suggests that the Council meet at least twice a year; that its members be appointed by the BIA on a three-year rotating basis; that it have a strong representation of American Indians belonging to different tribes and drawn from such fields as science, medicine, and law; that members of the Council representing the academic community be drawn from the fields of linguistics, anthropology, psychology, and sociology, with the stipulation that they have a strong interest in Indian education. In order to fulfill its function as an advisory body, the Group recommends that the Council be kept informed of all research, experimentation, or other projects concerned with language teaching and Indian education. It further suggests that the head of the Division of Education of the BIA be a non-voting member of the Council, chair its meetings, and act as liaison between the Council and the BIA. It finally suggests that, since language is such a vital part of Indian education, a central organization with a clearinghouse and coordinating facilities such as the Center for Applied Linguistics be appointed to act as Secretariat for the Council and as liaison between the Council and the wider educational community of the United States.

## 2. Re-examination of Patterns of Schooling for Indian Students

A re-examination of the pattern of schooling provided for Indian students and a revised statement on guidelines for the assignment of students to various types of schools are needed in the light of new developments discussed above. The advantages of closer contact with native speakers of English and with the mainstream of American education for Indian students are the main factors that make this re-examination desirable, especially from the point of view of improving the English of these students.

Some boarding schools fill an obvious need, but others, especially those with large culturally, linguistically, and educationally diverse and entirely boarding student populations, deserve very careful scrutiny.[23] Their location in terms of distance to students' families and to other BIA and public schools,[24] the type of student they serve,[25] the age range of their students, their students' linguistic and cultural backgrounds,[26] and their special needs all require careful consideration in decisions concerning the continuance of some boarding schools.

Bordertown dormitories also need reassessment in the light of the new interest in bilingual children in public schools. As a result of this interest and the current activities of the BIA in TESOL, it is hoped that many more Indian students will be able to attend public schools at the age and achievement levels required by public school systems.[27] The bordertown dormitory pattern would then allow students to be housed nearer their families than they can now be in some of the boarding schools they attend.

The Study Group therefore recommends that the types of school administered by the BIA be re-examined; that, in consultation with state departments

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[23]It is possibly significant that, on the attitude survey, teachers from the boarding schools claimed that their students experienced more pressure from their peer group to avoid using English and had more cultural barriers which interfered with English acquisition than teachers from either BIA day schools or public schools.

[24]In one isolated location, for instance, two elementary boarding schools and one public school were all within less than a mile of each other.

[25]Some have large proportions of emotionally and physically handicapped or retarded students.

[26]In one school where 14 languages were spoken, there were students ranging from 12 to 27 years of age.

[27]Two public schools, in a district of over 74,000 students in grades 1-12, showed great interest in Indian students and expressed great willingness to have many more than they had. The bordertown dormitory in this district housed only 350 students.

of education, a strict order of priority be established for the assignment of students to BIA or public schools; and that a definite time schedule be set up in each area for the implementation of the agreed order.

In the assignment of students to schools, the Group suggests that the following priorities, some of which are already in force, be observed:

(a) that wherever possible Indian children be assigned to public schools within walking or bussing distance of their homes and that there be closer cooperation between the state departments of education and the BIA in building more public schools and preparing present ones to meet the needs of Indian students;

(b) that where no public schools exist children be assigned to BIA day schools;

(c) that where no public or BIA day schools exist, students in the 7th to 12th grades be assigned to public schools in the nearest suitable metropolitan area to their families and be housed in BIA bordertown dormitories. The possibility of expanding these dormitories should be seriously studied in the light of new developments in public schools and in consultation with them in each particular area;

(d) that the BIA continue providing boarding school education for children of grades 1-6 who cannot attend schools in the categories (a) and (b) above; that both Indian and non-Indian students be encouraged to attend these schools as day students;[28]

(e) that the BIA, in cooperation with Public Health Services in each area, continue maintaining special boarding school education for children in all grades who are physically or emotionally handicapped, or educationally retarded; and that the capacity of these schools to offer the special kinds of education required of them be increased where necessary to meet fully professional standards.

3. Preparation, Recruitment, and Retraining of Personnel

The special circumstances of Indian education and the important role of English in it give the preparation and recruitment of teachers, supervisors, and administrators a specially critical importance. All teachers of Indian children, whatever their subject, are involved in the teaching of English, since it is the vehicle of instruction. The Study Group is convinced that they should all have some training in the techniques of teaching English to non-English speakers.

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[28] In one school of 1100 (kindergarten through 12th grade) a contractual agreement between the BIA and the public school district appeared to give very good results. The school had a mixed Indian and non-Indian population, of which 360 were boarders scattered in various parts of the school.

Problems of staffing present three separate aspects for the BIA. The first is related to the civil servant status of BIA employees and the discrepancy this creates between the public and BIA schools. The chances of the BIA's recruiting good staff often depend on whether the comparison is favorable to it. The second is the present general shortage of personnel with adequate experience and training in linguistics and the methodology of TESOL. The BIA recruiter faces the added problem of the relatively isolated location of many BIA schools. The third is the shortage of adequately trained people within the ranks of the BIA educational system and the problems of retraining them.

Although the Study Group realizes that these problems cannot be solved immediately, nevertheless it strongly recommends that the entire staffing pattern of the BIA educational system be professionalized: (a) that salary scales, school hours, and vacation times be readjusted to be competitive with conditions and practices prevailing in public schools in each area; (b) that certain minimum qualifications and/or requirements of experience be stated for the various levels of staff and that responsibilities and salaries be adjusted to these within a stated period of time; (c) that the BIA pursue an active policy of encouragement for the retraining and training of its present and prospective staff through granting financial aid and extended leave of absence for such retraining.

Specific recommendations related to some of the above are the following:

(1) Although realizing the value of orientation-type workshops and seminars of a few days or weeks, the Study Group warns against regarding them as sufficient training unless they are part of in-service training repeated and sustained over a long period of time under professional supervision. It recommends that the BIA require all teachers to have a BA/BS degree or its equivalent or acquire it within a specified period of time, and that teachers, especially those in elementary schools, attend at least one TESOL summer institute of six to eight weeks.

(2) Apart from supervisory staff, the BIA has a number of TESOL specialists. The Study Group feels that there is need for more careful screening of specialists and recommends that in addition to the qualifications of teachers described in (1) above, TESOL specialists be required to have at least one year of course work in linguistics and TESOL.

(3) The duties of supervisory staff require special training. Supervisors should be expected to provide in-service training, demonstration, and follow-up work with teachers. They should also be able to keep teachers informed of new developments, materials, ideas, and research. Inadequately trained supervisors can only cause frustration among the teaching staff. It is therefore recommended that all supervisory staff be required to have an MA/MS degree or its equivalent or acquire it within a stated period of time, and that they have at least one year of university course work in linguistics and TESOL, in addition to a summer institute in TESOL.

(4) The importance of encouraging Indians to make a career of teaching Indian students is stressed by the Study Group. It therefore recommends:

(i) that a program be initiated for the training of promising Instructional Aides as teachers in Indian schools. Extended leave and financial aid correlated obligatorily to their further education is strongly recommended;

(ii) that two pilot summer institutes be sponsored by the BIA for Navajo high school juniors and seniors, with the dual objective of preparing them to act as Instructional Aides the following year and making them literate in their own language. The main purpose of the program would be to interest high school students in teaching; to enable them to give help in the vernacular to non-English speaking children in the first years of school; and to prepare a cadre of literacy workers.

(5) In view of the present shortage of trained personnel, the Group recommends that the BIA explore the possibility of hiring returned Peace Corps Volunteers.

(6) The Group also recommends that the BIA negotiate with the Fulbright program to institute an international teacher exchange program for BIA schools. The purpose of this would be to provide overseas experience for BIA teachers and to take advantage of trained personnel from overseas to help with the teaching of English to Indians.

4. Research Projects

The Study Group believes that many of the problems in the teaching of English to Indians are sociolinguistic and psycholinguistic in nature. They are convinced that a better understanding of the Indian linguistic and cultural background will result in better planned programs, will help to dispel misconceptions, and will affirm both to the educator and the Indian student that, given the right circumstances, his potential is as high as that of any other group. They therefore recommended that the BIA sponsor research projects in the following three areas.

a. Sociolinguistic Research as Background to English Teaching[29]

Given the complex and changing linguistic and cultural background of the American Indian discussed in Chapter III, in order to arrive at realistic educational goals it is crucial to understand the current language situation among the various Indian groups as it relates to the learning and teaching of English.

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[29]The wording of this recommendation is based on notes provided by Wick R. Miller, who is at present working on a related project in Northeastern Nevada (Owyhee, Elko, and Wells). The work is done by graduate students under Miller's direction.

The Study Group recommends that the BIA sponsor a limited number of in-depth studies in areas with large concentrations of Indians to examine the sociolinguistic background to the learning and teaching of English to Indian students.

The areas named are the following: Navajo, Pueblo, Basin, Plains, Oklahoma, and Alaska. It was stipulated that the study be concentrated on one specific place in each area.

The following would be some of the aspects included in the sociolinguistic study: numbers of speakers of languages spoken and heard; attitudes of both the Indian and non-Indian communities about languages; degree of language loyalty; the value of speech and of speaking well; levels and styles of language used; use and function of different languages in different settings (e.g., where the Indian language is used and where English, by whom and to whom); and evidence of language shift and evidence of shift from a particular style (e.g., English baby talk replacing Indian baby talk). Special attention would be directed to "Indian English" and attitudes towards it by Indian and non-Indian communities.

The study would include a census by administrative units (e.g., area, agency, subagency). Attention would be given to languages spoken and understood, as well as to languages heard, both Indian and European. Attention would also be given to the age of the individual. A particular effort would be made to obtain accurate information on the language situation of the child, i.e., the language spoken in the home, the language spoken by the parents or other individuals raising the child, the language spoken by the child when alone with his parents, the language spoken when with parents and other adults, and the language spoken by the child when away from his parents.

b. Research on Styles of Learning Among the Indian Community

In their exhaustive examination of the school achievement of Indian children as compared with that of their non-Indian schoolmates and neighbors, Coombs and his colleagues report that "Investigation of data reveals an amazingly consistent relationship between degree of Indian blood and pre-school language on the one hand and levels of achievement on the other."[30] The authors go on to say that, with one notable exception, the smaller the amount of Indian blood and the greater the amount of English spoken prior to going to school, the higher the group achieved.

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[30]L. Madison Coombs, Ralph E. Kron, E. Gordon Collister, and Kenneth E. Anderson, The Indian Child Goes to School: A Study of Interracial Differences, U.S. Department of the Interior, Bureau of Indian Affairs, 1958, p. 6.

As the authors point out, a higher degree of Indian blood and a lower proficiency in English are not, of themselves, determiners of achievement in school; but if it may be assumed that they indicate a lesser degree of acculturation and consequently a greater degree of retention of Indian culture, it might be very important indeed to examine carefully the styles of learning employed by unacculturated Indians in acquiring skills related to their everyday lives. This might help to determine whether some Indian cultures foster a different approach to learning and whether low achievement in school is rooted in this difference.

It has already been noted that passive overlearning before active participation is often characteristic of the behavior of certain Indian groups. It has also been noted that there is a marked degree of non-interference with the behavior of others, a distaste for individual competition in public, and a tolerance of prolonged, apparently irresponsible behavior in youth as preparation for a responsible manhood.

The Study Group feels that it is crucial for the teaching and learning of English to understand patterns of learning behavior among Indian groups and recommends <u>that a group of specialists in anthropology and Indian culture, psycholinguistics and child language, learning theory and child psychology, be brought together to outline a feasible research project to investigate the effects of the styles of learning employed by Indian groups on their school achievement</u>.

> It is suggested that such a meeting be limited to not more than three to four days in length; that if possible it coincide with the Linguistic Society of America (LSA) Summer Institute, and that it be organized and coordinated by such an institution as the LSA Summer Institute or the Center for Applied Linguistics. (The Study Group drew up a list of specialists who might be asked to such a meeting.)

c. <u>Research on Attitudes of Indians Toward English</u>

The conclusions and recommendations of this Study are in part based on the Gardner survey of the attitudes of educators of Indian children. Their responses to questionnaires also served to highlight the role of the Indian student's motivation in his potential for learning English. The Study Group is convinced that a survey of the attitudes of students similar to that of educators could serve as a foundation for implementing programs for the improvement of English proficiency among Indian students and could provide much needed information on motivational factors involved when children must learn not just a second language but the language of the majority group. By linking this study to the sociolinguistic study in (a) above, a much more complete understanding of the motivational pressures acting on the Indian student could be provided.

The Study Group therefore recommends <u>that the BIA sponsor a project to assess the motivation of Indian students to learn English and to determine the relationship between the degree of motivation and actual English achievement of samples of Indian students</u>.

It is suggested that the techniques used by Wallace Lambert and Robert Gardner in their investigations of motivational variables in second language acquisition be employed. This involves a survey type of approach in which students are tested on a number of attitudinal and motivational variables as well as indices of language competence. The study should be conducted in two settings to demonstrate the generality and replicability of the findings. High school students would be the subjects, that is, respondents, since testing would have to be conducted in English.

The attitudinal and motivational variables would include such measures as the student's orientation to English acquisition and use; attitudes toward the English language community; motivational intensity; indices of authoritarianism, ethnocentrism, and anomie; and measures of family and peer group support.

Measures of English language achievement would include knowledge of English structure, as well as facility in English comprehension and expression.

5. Materials Development and Publications

a. Instructional Materials

A great variety of instructional materials for teaching English are in use in BIA schools. Those especially designed for non-English speakers, where well used, are giving very satisfactory results. Many others, however, especially those used in the upper grades, are often outdated and generally intended for middle class native speakers of English.[31] In spite of this the Study Group is reluctant to make recommendations for the extensive adoption of any particular series of texts or the preparation of new ones unless they are widely supported by teachers and are backed with sufficient resources to compete with available and prospective materials. The Group wishes, rather, to preserve the independence of schools in the selection of their own texts and in experimentation with new materials, provided they are aware of what is available in the field. It has three recommendations concerning materials for English teaching:

(1) The group wishes to stress the extreme importance of providing teachers and others involved in TESOL with information on current linguistically sound materials, research, and the activities of their colleagues in experimenting with new materials. The teachers of Indian students whose native language is English also need to be kept up-to-date on new developments and materials for their students. All teachers of English need information on new descriptions of the English language.

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[31] On the attitude questionnaire teachers in BIA schools expressed less satisfaction with the teaching materials than did teachers from the public schools. This attitude may not be representative of all BIA teachers, but it is a definite attitude of the teachers concerned.

The Study Group therefore recommends that information on existing and prospective materials suitable to the age and needs of Indian children and on the English language be systematically brought to the attention of personnel concerned with the teaching of English in BIA schools.

> It is recommended that such information be given through in-service training by appropriately trained supervisory staff; the provision of bibliographies such as those produced at CAL; and the preparation of special bibliographies for teachers in BIA schools. A special newsletter concerned with the teaching of English to Indian children is also suggested.

(2) The Group recognizes the value of the cooperative efforts of many teachers and supervisors who have had a part in the production of Basic Goals for Elementary Children (1964 edition), and notes that "examples of linguistic patterns for systematic development at primary levels are to be included in the next draft of the primary levels of the guide."[32] The Group also recognizes the aptness of the subject matter content of Basic Goals and recommends that a small group of linguists with experience in TESOL, some familiarity with the linguistic background of Indians, and specialization in the preparation of instructional materials in ESOL be commissioned by the BIA to revise the linguistic content of Basic Goals and incorporate it into a new edition of the present texts. It further recommends that a list of current materials suitable for supplementing Basic Goals be prepared to accompany the new edition and be updated periodically.

> It is suggested that the work be done as soon as possible and that two BIA staff members who have been involved in the preparation of Basic Goals be assigned to the team as resource people. It is recommended that subject matter specialists examine the revised edition for content.

(3) The Group also recognized that a major problem facing teachers is interference in the English of their students from the different native languages they speak and that an understanding of the nature of such interference would be of great assistance to teachers in helping their students overcome it. It therefore recommends that the BIA sponsor the production of a series of short articles comparing and contrasting the structure of American English with the structures of a number of Indian languages that have substantial numbers of speakers.

> It is recommended that the essays be based on available analyses of Indian languages; that they deal only with major interference problems; that the statements be made in non-technical language understandable to the teacher who has had no formal training in linguistics; and that they be designed for practical use in the classroom by the teacher, with sufficient examples and hints for exercises.

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[32] U.S. Department of the Interior, Bureau of Indian Affairs, Basic Goals for Elementary Children, 3 vols., Kansas: Publications Service, 1964, p. iii.

b. Publications on Cultural and Linguistic Backgrounds

Pending the results of the research projects in Recommendation 4 above, the Study Group believes that there is urgent need to use existing knowledge to establish a better mutual understanding of the social, linguistic, cultural, and historical backgrounds of Indian students and their educators, many of whom are non-Indian.

Consequently, the Group recommends that the BIA sponsor a number of publications aimed primarily at Indian students and their teachers, with the purpose of promoting mutual understanding of each other's cultural and linguistic backgrounds. The recommended publications include:

(1) A series of handbooks based on presently existing published or unpublished sources and written in non-technical language on a limited number of Indian languages, describing the salient features of their phonology, grammatical structure, writing system and literature, and including brief information on the historical, social, economic, and cultural backgrounds of the speakers of each language. These handbooks will be intended for the use of teachers, students, and the Indian community in general.

(2) A selective anthology of essays, short stories, and excerpts from literature (perhaps in abridged form) concerned with American Indians. It is suggested that a selected bibliography of available materials on Indian language and culture be appended to the anthology. The anthology will be intended for supplementing reading in the senior classes and for the libraries of all schools with Indian students.

(3) A series of handbooks of information on places and institutions connected with the culture of the wider American community suitable for field trips for Indian students. The purpose of the series would be to provide systematic information on non-Indian culture, history, and institutions within easy reach of the schools in which Indian students are being educated.

B. Special Projects

1. Testing of the English of Indian Students

Results of special tests administered to a wide range of Indian students in the early 1950's,[33] and results of 1967 standardized tests such as the Stanford Achievement Test, indicate that the low achievement of Indian students, especially in the upper grades, is still continuing. The Study Group did not recommend a major testing project at the moment, but recommends:

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[33] L. Madison Coombs, Ralph E, Kron, E. Gordon Collister, and Kenneth E. Anderson, The Indian Child Goes to School: A Study of Interracial Differences, U.S. Department of the Interior, Bureau of Indian Affairs, 1958.

(a) that experimental development of tests for Indian students be continued at the lower grades for placement in the schools;

(b) that an item analysis of the responses of Navajo students in the TOEFL tests administered in 1966 be sponsored by the BIA to determine what problems they have as compared with foreign students;

(c) that Educational Testing Services be commissioned to administer TOEFL or an equivalent test to another speech group such as the Hopi for purposes of comparison with the Navajo.

2. Adult Education Programs

The Study Group had very little opportunity to observe adult education classes in English, but the few seen, and discussions with people concerned with adult education, convinced them that the adult Indian was perhaps the one that needed help and guidance most.

The apparently large number of school dropouts, the fact that Indian students are comparatively older than others, especially in the upper grades, the economically depressed condition of some Indian communities, and the need for literacy, especially in English but also in the vernacular, for employability in modern American society, make the education of Indian adults especially urgent. There is need for an active public relations program with parents in every area. There is also need to educate parents about opportunities open to them as well as to their children in the educational system and the choices they can make for their children's education in this system. The trait of late learning found in some Indian groups might be capitalized upon in this situation and used to give adults much needed guidance and training, perhaps through means of mass media such as radio and television. Such training might help to reinforce Indian leadership and help to solve problems caused by the defensive conservatism of some Indians. It might eventually contribute to tribal solidarity, through arresting the deteriorating effects of culture conflict and acculturation in some.

Adult education has been transferred to the Community Services of the BIA from the Division of Education. The Study Group feels that this move needs re-examination. Though much of the work done with adults now appears to be practical training in such areas as typing and driving, other aspects of education are of equal or greater importance. The Group feels that there is need for coordination between these two sections of the BIA, and recommends that serious attention be given to providing adult Indians with classes in oral English and in literacy in their own language and English, and that the resources of radio and television be utilized in adult education.

3. Pilot Project in Reading

There is reason to believe that in teaching reading in a second language the association of the written symbols with sounds of the language is more easily and efficiently taught if the child has already made the association through learning to read his own language. It would seem,

therefore, that Indian children might have fewer problems in reading in English if they had first learned to read their mother tongue. The Study Group feels that it is important to carry out an experimental reading project to test this hypothesis. The results of such an experiment could have important implications for Indian education.[34]

The Study Group therefore recommends that three pilot classes in reading the mother tongue be initiated in comparable schools, with children of the same age and approximate ability who know no English and whose native languages are different, and that these classes be matched with control groups whose introduction to reading is in English.

4. Opportunities for Higher Education for Indians

Many opportunities exist for further education for Indians, and the Study Group felt that there was need to provide information to the Indian community on their availability and conditions. It therefore recommends that the BIA sponsor a study of the funds available for the further education of Indian students, their sources, the amounts available, conditions under which they are provided, the number of people that have received these funds, and the number of graduates so far. Such a study might also look into ways of providing better information to Indian students on the availability of funds and opportunities through counseling programs in public schools.

5. Home-Stay Plan for Promising Indian Children

Most members of the Group felt that one important way of helping Indian children to learn English and understand the culture of its speakers in the United States might be to expose them to it in natural situations. In some cases, promising Indian children in boarding schools have no homes to go to in the summer. Also, some parents, especially of day school children, may be willing to allow their children to be away in the summer.

The Study Group recommends that the BIA explore the possibility of initiating a program to place very young, promising Indian children in specially selected English-speaking, non-Indian homes for the summer to improve their English and their understanding of the majority culture in America.

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[34](a) In 1967 the Mexican Government is contributing the equivalent of $1,280,000 a year for a pilot project (begun in 1964) in which Indian children begin their education in their mother tongue rather than being plunged immediately into the regular federal school system in which all teaching is done in Spanish.

(b) In 1965 Peru, which has a large Quechua-speaking population, put into operation an experimental educational program based on the use of the vernacular language. In this two-year transitional program the vernacular is the language of the school and Oral Spanish is a subject.

Among possible organizations which could cooperate with the BIA in carrying this out are the Junior League, Rotarians, Kiwanis, Junior Chambers of Commerce, community service groups, and church groups.

C. University and College Resources for the Teaching of English to American Indians

In implementing the recommendations made in this report, the BIA will need the assistance of universities in a variety of areas: research in the linguistic, pedagogical, sociological, and cultural aspects of teaching English to Indians; services in pre-service and in-service teacher training; and consultations. It is very desirable that universities within the immediate vicinity of areas where there are large Indian populations be involved in the work. However, in drawing up the list given below, the Study Group also had the following criteria in mind: institutional interest and strength, especially in people, programs and tradition in general linguistics, American Indian linguistics, TESOL, anthropology, and the psychology of language learning, as well as the potential strength and resources of these institutions.

The Study Group feels that one of the most important tasks the BIA can perform for the better teaching of English to Indians, both in its own and public schools, is to encourage and support universities in taking an active interest in Indian education. Long-range planning will require commitment of funds and personnel. On the other hand, universities might welcome the opportunities that close contact with the laboratory situation offered by the Indian communities presents for research, pedagogical experimentation, and practice teaching for their students.

The Group therefore recommends that the BIA publicize its plans for carrying out the recommendations of this Study and enter into direct negotiation with the universities, colleges, or other institutions that show interest in implementing them.

The following is a list of possible universities and colleges that could be drawn upon to carry out the recommendations. The Group realizes that this is not a complete list of institutions with strength and potential and that publicity of BIA plans might reveal others interested in the projects recommended.

University of Alaska
University of Alberta
Arizona State University
University of Arizona
Black Hills Teachers College (Spearfish, South Dakota)
University of California, Berkeley
University of California, Los Angeles
University of Chicago
University of Colorado
Fort Lewis College (Durango, Colorado)

McGill University (Montreal, P.Q., Canada)
University of Michigan
University of Minnesota
University of New Mexico
Northern Arizona University
Northwestern University (Evanston, Illinois)
University of Oklahoma
Summer Institute of Linguistics (Santa Ana, California)
University of Texas, Austin
University of Utah
University of Washington

APPENDIX I

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APPENDIX II

## WORKING PAPERS PREPARED FOR THE STUDY

The following papers were presented orally at the Albuquerque meeting. Some are in duplicated or note form, but none are ready for publication or distribution.

Bowen, J. Donald. "Resources for Strengthening the Teaching of English in Indian Education."

Burns, Donald H. "Report on Bilingual Education in the Andes."

Hopkins, Tom R. "Federally Operated Schools for American Indians - Background Information."

Key, Mary Ritchie. "Literacy and American Indians."

Miller, Wick R. "Indian Languages of the United States."

Werner, Oswald. "Some Cultural Prerequisites for Teaching English as a Second Language in BIA Schools."

Wilson, Robert D. "Project H200." (Describes a project in which UCLA under contract with the State of California prepared a TESL guide for teachers of English in the first and second grades.)

APPENDIX III

Visits by Study Group to Specified Schools

| | Ohannessian | Bowen | Slager | Troike | Burns | Gardner | Harris | Hill | Key | Miller | Werner | Wilson |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **BIA BOARDING SCHOOLS** | | | | | | | | | | | | |
| Albuquerque Indian | ● | | | ● | | | ● | | | | | |
| Cheyenne - Eagle Butte | ● | ● | ● | | | | | | | | | |
| Chinle | ● | ● | | | | | | | | | | |
| Chuska | ● | ● | | | | | | | | | | |
| Crownpoint | | | ● | | ● | | | | | | | |
| Kayenta | ● | | | ● | | ● | | | | | | |
| Pierre Indian | ● | ● | ● | | | | | | | | | |
| Rock Point | ● | ● | | | | | | | | | | |
| Santa Rosa | | ● | | | | | | | | | | |
| Sherman Institute | | | | | | | | | ● | | | ● |
| Wahpeton Indian | ● | | ● | | | | | | | | | |
| Wingate High | | | ● | | ● | | | | | | | |
| **BIA DAY SCHOOLS** | | | | | | | | | | | | |
| Acomita | | | | ● | | | ● | | | | | |
| Red Lake | ● | | | ● | | ● | | | | | | |
| Santa Clara | | | | | | | | ● | | | ● | |
| Taos Pueblo | | | | | | | | ● | | | ● | |
| **PUBLIC SCHOOLS** | | | | | | | | | | | | |
| Dunseith | | ● | | | | | | | | | | |
| Sch. Dist. 27 (Kayenta) | | | ● | | | ● | | | | | | |
| Ft. Thomas | | ● | | | | | | | | | | |
| Owyhee | | | | | | | | | | ● | | |
| Sisseton | ● | | ● | | | | | | | | | |
| Tuba City | | | ● | | | | | | | | | |

NOTE: For full names of Study Group see pages 1 and 2.

APPENDIX III

Visits by Team Members to Other Schools and Institutions

| | Ohannessian | Bowen | Slager | Troike |
|---|---|---|---|---|
| **BIA BOARDING SCHOOLS** | | | | |
| Rough Rock | • | • | | |
| Tohatchi | • | • | | |
| Wingate Elementary | | | • | |
| **BIA DAY SCHOOLS** | | | | |
| Dunseith | | • | | |
| Old Agency | • | | • | |
| San Carlos | | • | | |
| San Felipe | | | • | |
| Turtle Mountain Community | | • | | |
| **PUBLIC SCHOOLS** | | | | |
| Chinle High | • | • | | |
| Gallup Junior High | • | | | • |
| McKinley Elementary | • | • | | |
| McKinley Junior High | • | | | |
| Tohatchi Elementary | • | • | | |
| Valley High | • | | | |
| Washington Elementary | • | | | • |
| **MISSION SCHOOLS** | | | | |
| Our Savior's Lutheran | | • | | |
| Rehoboth School of the Christian Reformed Church | | | • | |
| **BIA OFFICES** | | | | |
| Eastern Navajo Agency | | | • | |
| Navajo Area Office | • | | | • |
| Pierre Agency | • | | • | |
| Tuba City Sub-Agency | | | • | |